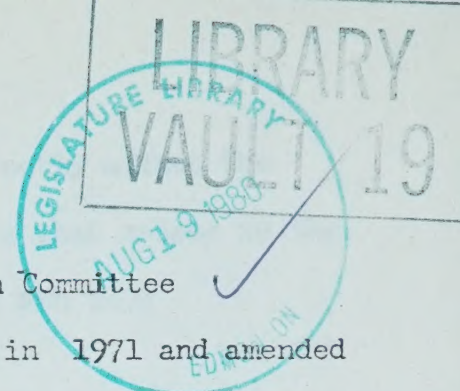




REPORT OF THE

CONSERVATION AND UTILIZATION COMMITTEE



1. Role and Functions of the Conservation and Utilization Committee

The Department of the Environment Act was passed in 1971 and amended in 1972. It reestablished the Conservation and Utilization Committee to consist of members appointed by the Lieutenant Governor-in-Council.

The Committee had originally been established by The Utilization of Lands and Forests Act in 1955 which was repealed in 1970 by The Environment Conservation Act. The 1971 Department of the Environment Act placed the Committee under that legislation and the 1972 amendment specified it as an interdepartmental committee.

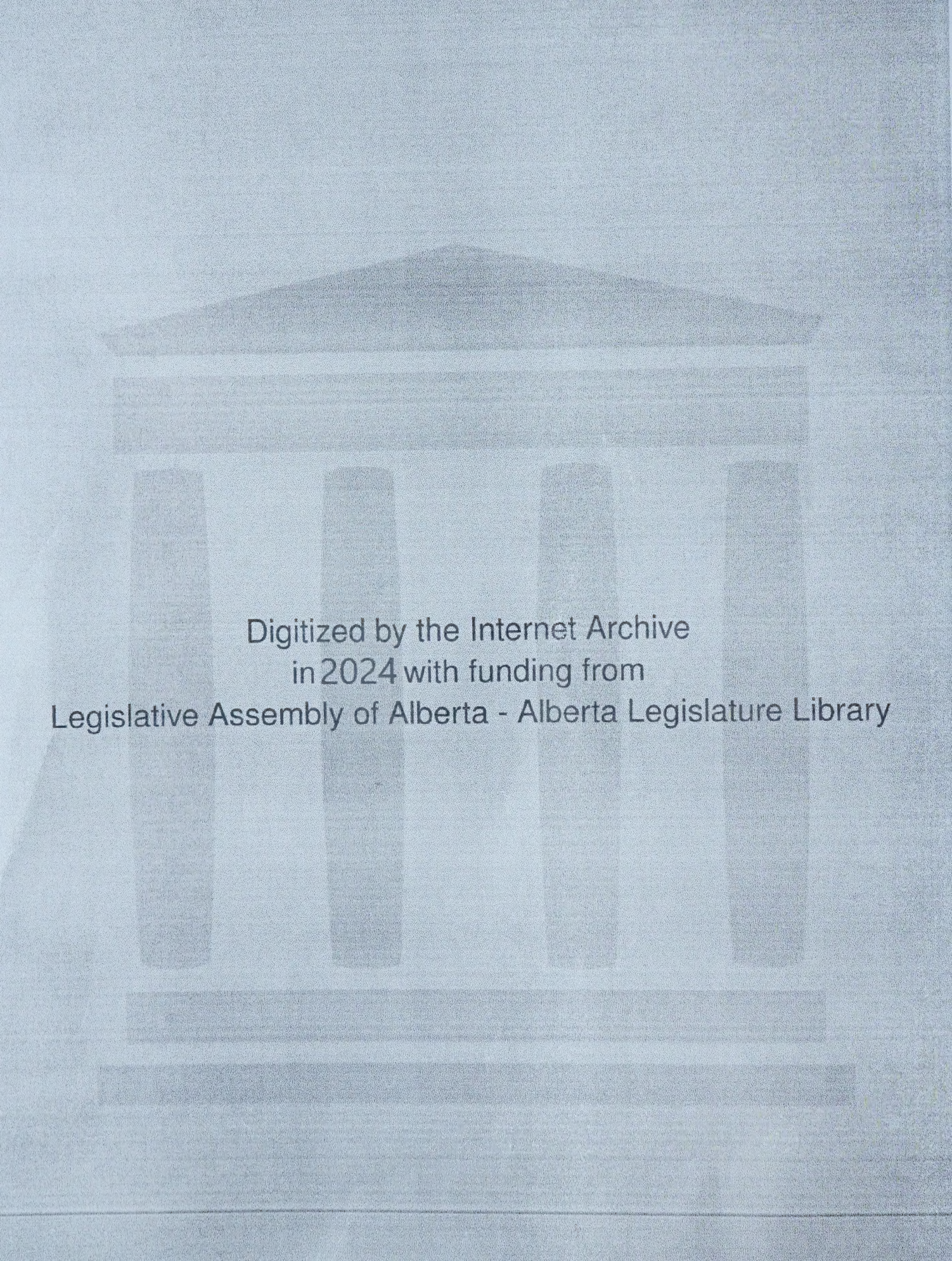
1.1 The Department of the Environment Act

The role and functions of the Conservation and Utilization Committee as well as a definition of matters pertaining to the environment are contained within the Act. It is thought that in this report of the Committee, some attention should be given to the directives and definitions in the Act.

1.1.1 Matters pertaining to the Environment

The Act defines matters pertaining to the environment to include:

- (a) the conservation, management and utilization of natural resources;
- (b) the prevention and control of pollution of natural resources;
- (c) the prevention of noise and the control of noise levels resulting from commercial or industrial operations in so far as they affect the environment in the vicinity of those operations;



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- (d) economic factors that directly or indirectly affect the ability of persons to carry out measures that relate to the matters referred to in clauses (a), (b) and (c);
- (e) any operations or activities
 - (i) that adversely affect or are likely to adversely affect the quality or quantity of any natural resource, or
 - (ii) that destroy, disturb, pollute or alter or make use of a natural resource or are likely to do so;
- (f) the preservation of natural resources for their aesthetic value;
- (g) laws in force in Alberta that relate to or directly or indirectly affect the ecology of the environment or natural resources.


1.1.2 Functions of the Conservation and Utilization Committee

According to The Department of the Environment Act, the Conservation and Utilization Committee

- (a) shall, at the direction of the Coordinating Council, inquire into and study any matter pertaining to the environment and shall make its recommendations and report thereon to the Coordinating Council and the Minister;
- (b) may inquire into and study any matter pertaining to the environment and shall submit its recommendations and report thereon to the Coordinating Council and the Minister.

1.2 The Role of the Conservation and Utilization Committee

As set out in The Department of the Environment Act, the Conservation and Utilization Committee has functions that put it into relationship with the Natural Resources Coordinating Council and the



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Minister of the Environment. It is to relate to the Coordinating Council and the Minister in respect of matters pertaining to the environment, which are defined in the Act to include such broad areas as resource management, conservation and pollution. The Conservation and Utilization Committee, on its own initiative or at the direction of the Coordinating Council, makes its reports and recommendations on matters pertaining to the environment to both the Coordinating Council and the Minister of the Environment.

The intention of the Act is that, in carrying out its functions, the Conservation and Utilization Committee, with its multiple-discipline and multiple-agency representation from natural resource and environment related government departments and agencies, will provide for and ensure balanced study and coordinated government action in connection with environmental and natural resource development matters.

The Conservation and Utilization Committee and the Coordinating Council constitute the prime administrative mechanism through which interdepartmentally derived recommendations on environmental and natural resource development matters reach Executive Council through the Minister of the Environment.

1.3 Summary of Roles and Functions

In a general way, the Conservation and Utilization Committee is organized to achieve representation from various Government departments and agencies on matters pertaining to the environment and natural resource development. The Conservation and Utilization Committee report and recommendations go to the Coordinating Council and the Minister of the Environment.

It is important to emphasize that the Conservation and Utilization Committee is not itself a regulatory body, although its membership has strong concerns with legislation and regulations on matters pertaining to the environment and natural resource development.

2. Membership

The Conservation and Utilization Committee is established by the Lieutenant Governor in Council and consists of not less than 12 members who are employees of the Government or members or employees of government agencies. In accordance with the Act, the Lieutenant Governor in Council has appointed, by O.C. 1364/72 as amended by O.C. 1504/72, the following as members of the Conservation and Utilization Committee:

Adolph W. Goettel	Department of Agriculture
Glen W. Acorn	Department of the Attorney General
Henry W. Thiessen	Department of the Environment
Reginald E. Bailey	Department of the Environment
Eugene E. Kupchanko	Department of the Environment
Clifford R. May	Department of Health and Social Development
Marshall J. Dolinsky	Department of Highways and Transport
Jack L. Snary	Department of Industry and Commerce
Dean S. Lawson	Department of Lands and Forests
Gordon R. Kerr	Department of Lands and Forests
Robert G. Steele	Department of Lands and Forests
Thomas A. Drinkwater	Department of Lands and Forests
Michael J. Day	Department of Mines and Minerals
Alvin R. Isbister	Department of Municipal Affairs
Noel B. Dant	Department of Municipal Affairs
Donald A. Hayes	Alberta Government Travel Bureau
Victor E. Bohme	Energy Resources Conservation Board
Robert Green	Research Council of Alberta

Mr. H. W. Thiessen and Mr. K. R. Smith were Chairman and Secretary, respectively, of the Conservation and Utilization Committee.

3. Activities

3.1 Task Forces

Several task forces were set up during the course of the year for the purpose of investigating specific subjects of concern with a view toward reporting recommended alternative courses of action. They were problem oriented, short-term working groups constituted to ensure that the professional expertise available in various government departments and agencies was integrated into a multi-disciplinary consideration of specific problems. The following task forces of the Committee were active during the year:

Task Force on Surface Disturbance and Reclamation. This task force was constituted under the auspices of the Conservation and Utilization Committee for the purpose of developing regulations for the prevention and control of environmentally degrading surface disturbances. The task force completed its review of 4 areas of concern: (1) well drilling such as oil, gas, water and deep disposal wells; (2) excavation of varying scale including clay and marl, sand and gravel, as well as sanitary landfills; (3) operations with linear characteristics such as geophysical operations, pipelines, utility right-of-ways, resource access roads, etc; and (4) water reservoir and flood area reclamation. The findings of this task force have provided a basis for, and have been incorporated in, proposed land surface conservation legislation.

Task Force on Remote Sensing. This task force was established (1) to review infrared scanning techniques as they are currently being used by responsible resource agencies in North America; (2) to specifically inventory government requirements by discipline and

estimate hours of aircraft use; (3) investigate possible use and cost sharing input by the Federal Department of Energy Mines and Resources; (4) review hardware available on the market and identify the most suitable and economic equipment for coordinated use by all agencies; and (5) submit a report and recommendation to the Conservation and Utilization Committee. Six meetings were held during the year and a report is expected early in 1973. An interim recommendation of the task force was the establishment of a coordinator for remote sensing in Alberta. The coordinator has been responsible to the Conservation and Utilization Committee during the year for (1) enhancing Alberta's ability to take advantage of the services of the Canadian Centre for Remote Sensing (CCRS); (2) providing liaison with CCRS and a focal point for all Alberta users; (3) coordinating remote sensing applications from throughout Alberta, including provincial and federal activities as well as universities and industry, with the CCRS; (4) providing assistance and training where required throughout the provincial civil service; (5) providing assistance to Alberta's Canadian Advisory Committee on Remote Sensing member toward the development of an Alberta Remote Sensing Centre; and (6) liaison with the CCRS and other provinces on technical aspects of remote sensing.

Task Force on Subdivisions. The Conservation and Utilization Committee established this task force to develop an effective and comprehensive reference machinery for the processing of applications to subdivide land adjacent to water bodies. The terms of reference within which the task force was required to conduct its studies were as follows; (1) to investigate the scope, effectiveness and comprehensiveness of such referral machinery available under the Subdivision

and Transfer Regulation (section 7) with special attention given to the total time within which an application to subdivide could have a decision made on it from such a system of processing subdivision applications and to make recommendations in respect of these items; (2) that some measure of consistency based on maximum and minimum criteria be built into reference relating to similar kinds of applications and that duplication of references be eliminated; and (3) that amendments to existing statutory legislation be proposed, if found to be indicated from an analysis of items 1 and 2 and any recommendations proposed thereto. A report will be available early in 1973.

Brazeau Dam Task Force. At the request of the Minister of the Environment, the Conservation and Utilization Committee established this task force to compile information about the current situation surrounding the Brazeau Dam and recommend future actions. The specific responsibilities of the task force were: (1) to state the current situation with respect to the proposed clearing of the canal area and the relative responsibility of Calgary Power; (3) to recommend the necessary clearing to be undertaken preparatory to raising of the reservoir full supply level in relationship to the reservoir recreation potential; (4) to comment with regard to the decaying of wood residue and potential water pollution effects for the City of Edmonton; and (5) to assess the recreation potential of the Brazeau Dam Reservoir area after removal of floating and standing trees from the area. The report was tabled in March. A major conclusion of the task force was that the Brazeau Reservoir appears to have limited recreational potential.

Task Force on Athabasca Tar Sands Reclamation Research. At the request of the Minister of the Environment, the committee established a task force to determine what a tar sands reclamation research project should entail, with a view to providing guidelines to industry.

Athabasca Tar Sands Development Strategy - The Committee was requested in the early spring to undertake a study of the direction of development of the Fort McMurray area, as related to tar sands development. Specifically, the Committee was asked to make recommendations regarding delineation of an overall strategy regarding this development, including (a) a definition of overall objectives and purposes, (b) a delineation of an overall strategy, (c) a development control structure for the area, and (d) a time schedule of development. The Committee formed five working groups, each of which focused its attention on one of five areas of concern: social issues, economic issues, environmental issues, technical issues, and administrative issues. These working groups included representation from all appropriate departments and agencies. In total, over 40 senior civil servants were involved. The report was intended to be conceptual in nature, providing a basis for policy discussion and a framework within which detailed planning could take place. The report addressed itself to the question of "what should be done" rather than the less demanding question of "how should we do it". The report has been presented to Executive Council, and included recommended alternative development objectives and strategies for the Athabasca Tar Sands. Emphasis was placed on the regulated and controlled development of the Athabasca tar sands for the socio-economic benefit of Albertans.

3.2 Summary of Discussion Items

1. Restricted Development Areas - Committee began discussions of the concept of a restricted development area as provided for in section 15 of The Department of the Environment Act. Several alternative interpretations of the application of the provision were discussed. The government has requested several areas to be assessed for designation as restricted development areas.
2. The Impact of Herbicides on Birds - Information regarding the possible deleterious impact of herbicides on bird eggs was tabled. The item was closely related to previous Committee discussion on the use of herbicides to control growth along power line right-of-ways. The results of the Fish and Wildlife Division studies on the toxicity of herbicides to the eggs of Alberta bird and fish species are to be submitted when available.
3. Land Seminar - At the request of the Minister of the Environment, the Committee sponsored an interdepartmental seminar on land administration in February 1972 for the purpose of exploring the interdepartmental relationships in land management. The seminar was attended by approximately 120 civil servants associated with land management. Topics discussed at the seminar included:
 - (1) land programs and their interdepartmental relationships;
 - (2) public land allocation and development;
 - (3) timber allocation and development;
 - (4) water allocation and development;
 - (5) mineral allocation and development;
 - (6) land use controls and restrictions;
 - (7) land use planning;
 - (8) the role and relationship of regional planning commissions to government planning agencies; and
 - (9) land surface mining.The seminar highlighted the fact that the

administration of land, which is the environmental base, is spread among many interdependent government departments and agencies. Recognition was given to the need for close coordination among the land related programs of government.

4. Guidelines for the Purchase of Land for Alternate Use - Following Committee discussion and recommendation, the Minister of the Environment approved guidelines for the purchase of land for alternate use when requested by agencies external to the Provincial government. The prime criteria are: (1) that the proposed alternate land use would be beneficial to the municipal government district residents as well as the general public and (2) that the proposal be made by the municipal government, supported by a council motion. These guidelines are presently in use in the administration of the Land Assembly Program by the Department of the Environment.
5. Regional Growth Alternatives Study - The Edmonton Regional Planning Commission requested, through the Committee, provincial representation on a Technical Coordinating Committee to guide the development of growth alternatives study for the Edmonton Regional Planning Area. The Technical Coordinating Committee, with both provincial and municipal representation, is to undertake a primary study to consider: (1) terms of reference, (2) basic objectives, (3) extent of study area, (4) study participants, (5) organization, (6) staffing, (7) basic data requirements, and (8) timing for the growth alternatives study. Further progress is pending the completion of funding arrangements between the Edmonton Regional Planning Commission and the Provincial Planning Board.

6. Lesser Slave Lake Sand Dunes - Property on the east shore of of Lesser Slave Lake, near the Provincial Park at Lesser Slave Lake, has been used as a source of sand for construction purposes. This land use is in conflict with the recreational and aesthetic values of the land and with adjacent land use. The Committee recommended purchase of the land. Negotiation with the land owners have been unsuccessful to date.
7. Subdivisions - During the year the Committee discussed four subdivisions which were proposed for land adjacent to water bodies: Thunder Lake, Chestermere Lake, Moose Lake, and Sylvan Lake. The discussion lead to the formation of a task force for the purpose of examining and making recommendations on current policy regarding lake subdivisions and on current referral procedures on subdivision applications.
8. Alberta Land Information System - The Data Centre has followed up on the Committee's initiative in this area by carrying out a preliminary study into the feasibility of establishing an Alberta Land Information System. Further investigations must be made into the feasibility of land registry, assessment and resource data sub-systems of the total land information system. Further work has been carried out in this area by the Information Systems sub-committee of the Continuing Committee for Coordinating of Statistics and Research.
9. Public Hearings of the Environment Conservation Authority - The Committee and the Authority have developed a working procedure for the preparation of background information for hearings conducted by the Authority. The Authority will contact the Committee and request its assistance in facilitating the prepar-

ation of pre-hearing background data. The Committee will prepare the information required by the Authority. Once the background data has been made available to the Authority, the Authority will select dates for its hearings. During the year the Committee assisted the Authority by preparing background data for hearings on (1) land use and resource development on the east slopes of the Rocky Mountains, (2) sulphur extraction at gas plants, (3) herbicides and pesticides, and (4) the environmental impact of forest utilization.

10. Hydrogen Sulfide - At the request of the Minister of the Environment, the Committee investigated the control of the quality of natural gas distribution systems. As a result of the discussion the Committee recommended that the Cooperative Activities Branch and the Gas Protection Branch jointly develop a program to inform gas cooperatives, during their formative stages, of their responsibilities as both consumers and as an operator of a public utility.
11. Environmental Impact of Tar Sands Development - the Department of the Environment engaged a consortium of consultants (INTEG) to carry out a study of the environmental effects of the eventual multiplant operation over the extent of the Athabasca Tar Sands. Because of the interdepartmental nature of the study requirements, the Department of the Environment sought the Committees guidance in the management of the study. As a result of Committee discussion, an inventory of environmental base line data was initiated.
12. Crowsnest Pass Area Development - The Committee and the Oldman River Regional Planning Commission held a joint meeting on the future development of the Crowsnest Pass area. The Commission stressed the need for existing government activity at all levels

within the area to be organized about a central development purpose. The Committee deferred positive response to the Commission's development proposal pending completion of the local study group report on the amalgamation of the communities in the Pass and the Environment Conservation Authority hearings on reclamation and development in the Pass. In the interim, individual committee members have been cognizant of the development proposal in their activities in their own jurisdictions.

13. Proposed Land Surface Conservation Act - The draft of this proposed legislation was discussed by the Committee. The Bill was designed to facilitate the implementation of the regulations which were developed through the Committee's Task Force on Surface Disturbance and Reclamation. Committee discussion of the Bill focused upon the administrative implications and general content of the draft.

14. Swan Hills Erosion Problem - At the request of the Minister of the Environment, the Committee discussed in detail the erosion problem in the Swan Hills. Following the Committee's recommendation, the Minister of the Environment held a meeting with senior petroleum industry officials responsible for unit operations in the Swan Hills area. On the basis of agreement reached at this meeting, a joint industry-government Swan Hills Management Steering Committee was appointed by order 14/72 of the Minister of the Environment. Steps have been taken to hire a project leader to commence corrective action in the coming year.

15. Kananaskis Highway Environmental Impact Study - The Government, through the Natural Resources Coordinating Council, requested the Committee to examine the impact of this highway. The

Committee agreed with the proposal for the highway in principle, with adequate precautions taken to protect the environment.

Through the joint participation of the Department of the Environment, the Department of Highways and Transport, and the Department of Lands and Forests an Environmental Impact Statement for Primary Highway No. 40 was completed and tabled in the Legislature.

16. Foothills Resource Allocation Study - On several occasions the Committee was called upon to provide guidance for this study which it has sponsored, through the Canada Land Inventory Program, for the past three years. The study has been administered by the Multiple Use Planning Section of the Department of Lands and Forests. The Committee reviewed the first report on the preliminary analysis of the Kananaskis-Spray Drainage Areas, which has been selected as a pilot area for testing the methodology of the study.

17. Mineral Sales Referral System - The terms of reference of the Mineral Sales Referral Committee were reviewed by the Conservation and Utilization Committee and the Natural Resources Coordinating Council, and were approved by the Minister of the Environment on October 10, 1972. The established purpose of the Committee is not to restrict the sale of Crown mineral rights but to allow the mineral rights to be sold while ensuring that the surficial environment is not disturbed beyond necessary levels as well as reducing the possible causes of degradation of the surrounding environment. The Mineral Sales Referral Committee is maintained as a standing sub-committee of the Conservation and Utilization Committee. Conflict items not resolved within the Conservation and Utilization Committee are referred to the Natural Resources

Coordinating Council. The membership of the Mineral Sales Referral Committee includes representation from the following agencies: (1) Alberta Forest Service, (2) Lands Division, (3) Energy Resources Conservation Board, (4) Minerals Division, (5) Fish and Wildlife Division, (6) Department of Highways and Transport, and (7) Department of the Environment. The Department of the Environment has the responsibility for the chairmanship of the Mineral Sales Referral Committee. The Committee reviews all proposed Crown mineral sales within the borders of Alberta.

18. Man and Resources Conference Program - The Committee continued to be informed of the activities undertaken in connection with this program through the Director of Lands, who is the Alberta member on the Man and Resources Conference Program Steering Committee for the Canadian Council of Resource and Environment Ministers. The Man and Resources Conference Program consists of two stages: first, priority problem identification and second, the development of solutions and recommendations. Public participation is the basis upon which the program has been structured. During 1972, the first stage was completed through holding local, regional, and provincial workshops throughout Alberta. At the national level, a workshop was held October 30, 1972 in Nontebello, Quebec with 9 Alberta delegates attending. Planning for "Stage Two" of the Program was in the advanced stages at the end of the calendar year.
19. United Nations Conference on the Human Environment - Canada played a major leadership role in the formulation and adoption of the resolutions at the U.N. Conference held in Stockholm from June 5-16, 1972. In continuing this leadership role on global environmental matters, the preparation of an Action Plan for the

Canadian Environment has been proposed. The Committee struck a task force for the purpose of developing Alberta's contribution to the Action Plan.

20. Environmental Impact Statements - The Department of the Environment, in fulfilling its responsibility to maintain the quality of Alberta's environment, is instituting a program designed to prevent or minimize deleterious environmental actions before they occur. The vehicle used for this program is an Environmental Impact Assessment. The Environmental Impact Assessment is a tool which the Department of the Environment can utilize to facilitate their evaluation of impact. To further this purpose, the Department of the Environment commissioned the Cincinnati consulting firm of Dames and Moore to prepare a proposal for procedures for assessing environmental impacts. The Committee has reviewed this proposal. A critical feature of the proposed procedure is that the Conservation and Utilization Committee has been designated as the "clearing house" for the reports because it reports directly to the Minister and because it is comprised of members from agencies that will have an active role in the review of an environmental impact assessment. The Committee will distribute reports to all interested agencies for their technical review and will solicit their comments for recommendation to the Minister of the Environment.

3.3 Summary of Activities

The Conservation and Utilization Committee held 12 regular meetings and 5 special meetings for a total of 17 meetings during 1972. The coordinating efforts of the Committee were associated with a broad spectrum of matters pertaining to the environment and natural resource

development. The very diverse nature of the items referred to and discussed by the Committee attests to the strength found in its multiple-agency and multiple-discipline representation.- This membership has provided and ensured balanced study and coordinated government action in matters pertaining to the environment and natural resource development.

PREFACE

In February, 1971, a task force was formed under the auspices of the Joint Advisory Group. The purpose of this three man task force was to recommend terms of reference for a committee to be formed with the responsibility to facilitate if feasible the coordinating of Physical Resource Development and Human Resource Adjustment into an integrated, interdisciplinary program at the operations level in rural scene. The scope of the task force was to recommend terms of reference to the Deputy Minister's group, the function and responsibility of a committee concerned with Human Resource Adjustment. The approach taken by the task force in examining the preliminary report on Rural Adjustment Systems and relating it to present departmental programs was to follow the recommendations and supporting evidence of the Preliminary Report of the Rural Adjustment Systems of 1969.

RECOMMENDATIONS

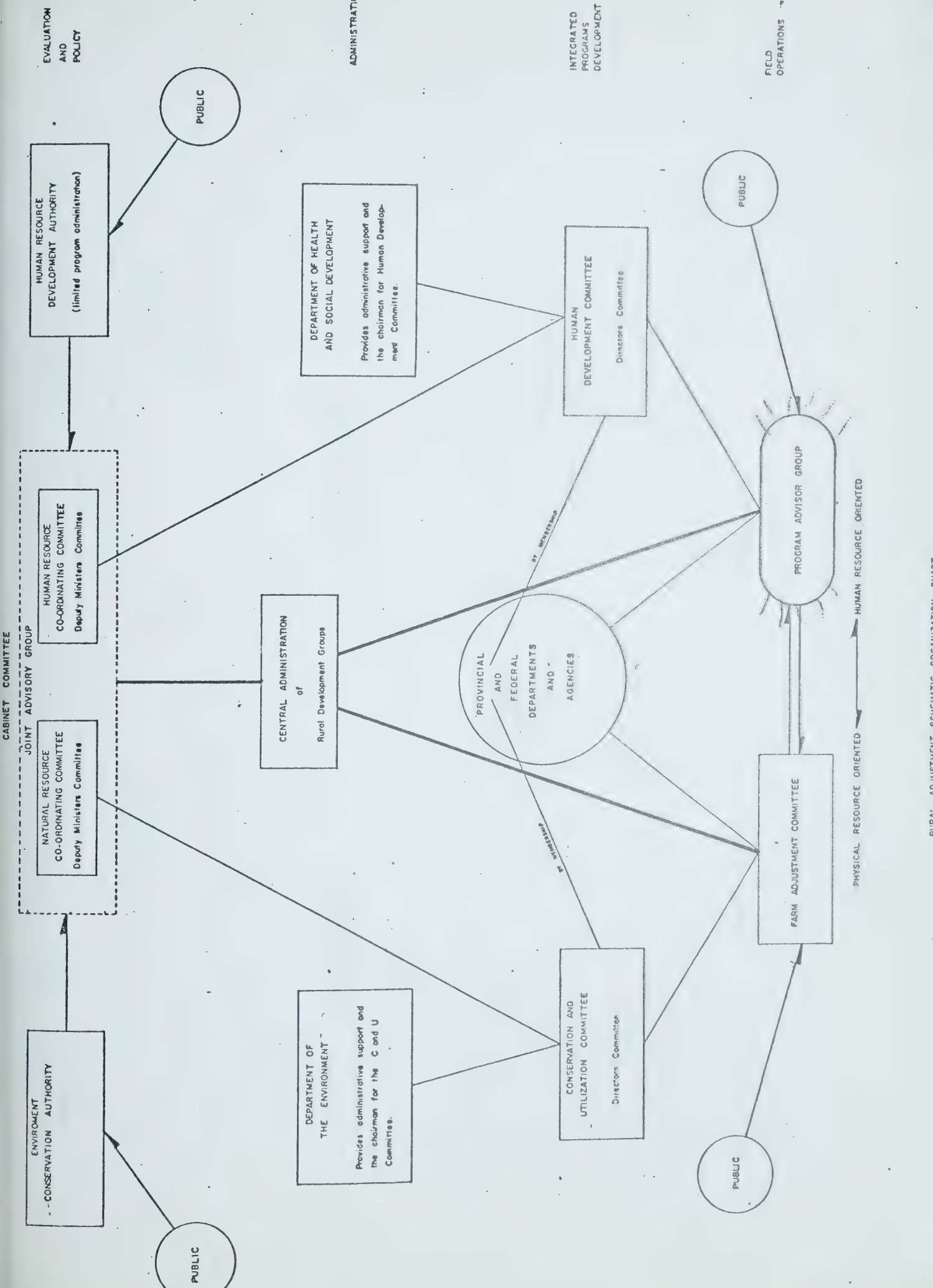
The following recommendations are submitted:

- 1) A committee known as the Human Development Committee (H.D.C.) be formed with a permanent chairman selected from one of the Departments represented in the committee.
- 2) The committee to have appropriate representation at the director level from the following Departments (not to exceed nine members).
 - a) Industry & Tourism
 - b) Education
 - c) Health and Social Development
 - d) Agriculture
 - e) Lands & Forests
 - f) Youth, Culture & Recreation
 - g) Labor
 - h) Attorney General

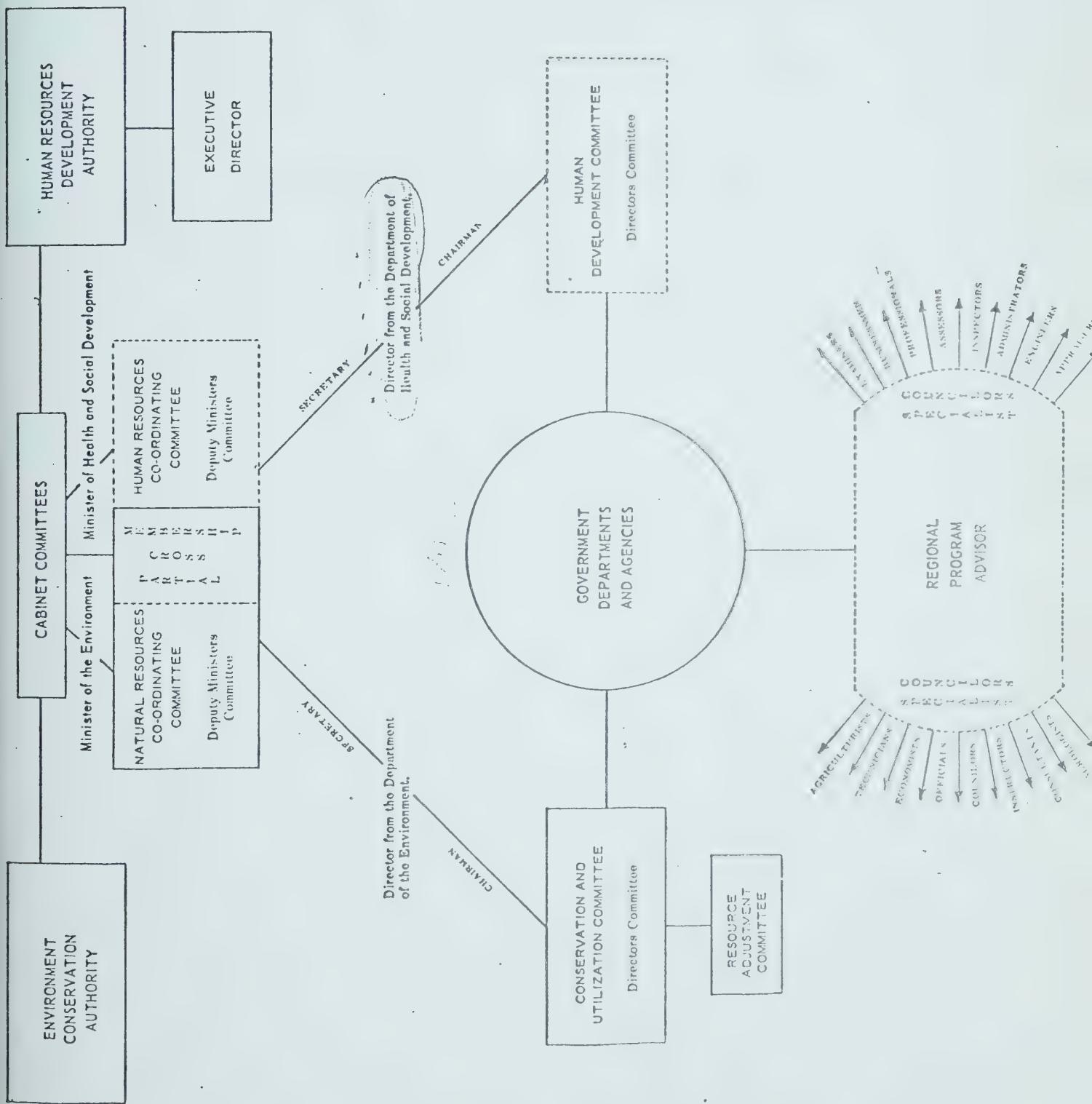
It is also recommended that a member from the Human Resources Development Authority be on this Committee.

- 3) The committee to develop roles and function of departments of government in the rural development systems approach. -
- 4) Work with the Metropolitan areas of Edmonton and Calgary in the establishment of a joint coordinating process with the provincial committee and the metro areas involved re: Social programs.
- 5) Review the new department structures established in the provincial government, as to their relationship in rural adjustment.
- 6) Review the Tradition & Transition report.
- 7) Review the federal programs effecting rural adjustment.

The study of 5, 6, and 7 and how they will relate and effect a rural adjustment system as provincial policy to be reported to the Joint Advisory Group by September 15, 1971.



RURAL ADJUSTMENT SCHEMATIC ORGANIZATION CHART



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